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# Fish & Wildlife

## Personnel Issues Task Force

### REPORT

December, 1989

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A PLAN TO ADDRESS EMPLOYEE ISSUES  
FOR THE DIVISION OF FISH AND WILDLIFE,  
DEPARTMENT OF NATURAL RESOURCES

RESPECTFULLY SUBMITTED TO:

Larry Shannon, Director  
And  
The Employees of the Division of Fish and Wildlife  
December 1989

By the Personnel Issues Task Force

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Through

Ron Lawrenz - Chair (1/88 - 4/89)  
Pam Perry - Chair (7/89 - 12/89)



STATE OF  
**MINNESOTA**  
**DEPARTMENT OF NATURAL RESOURCES**



DNR INFORMATION  
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January 3, 1989

Dear Fish and Wildlife Employee,

This report from the Personnel Issues Task Force is excellent.

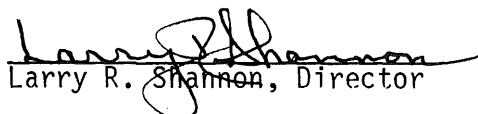
It expresses your concern for improving employee relations and communications, and it reflects the dedication and thoughtful work of each task force member. The report is written in a personal style that adds much to the overall message: Our human resource is our most valuable resource.

Two general concerns stand out: the need to improve the way managers and supervisors interact with staff and the need to increase employee participation in management decisions. We take these concerns seriously and we thank you for your candor.

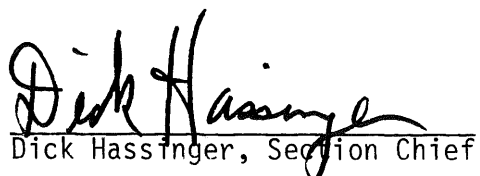
Besides pointing out where we need to improve, the report also affirms the progress we've already made. For example, the Employee Development Program is one way we have helped you to do a better job and take more satisfaction from your work.

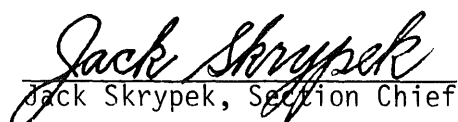
Soon we will distribute a response to each issue raised in the report and an action calendar for implementation.

Thank you for wanting to make the Division of Fish and Wildlife a better organization and a better place to work.

  
Larry R. Shannon, Director

  
Roger Holmes, Section Chief

  
Dick Hassinger, Section Chief

  
Jack Skrypek, Section Chief

Happiness is Not a Reward --

It is a Consequence.

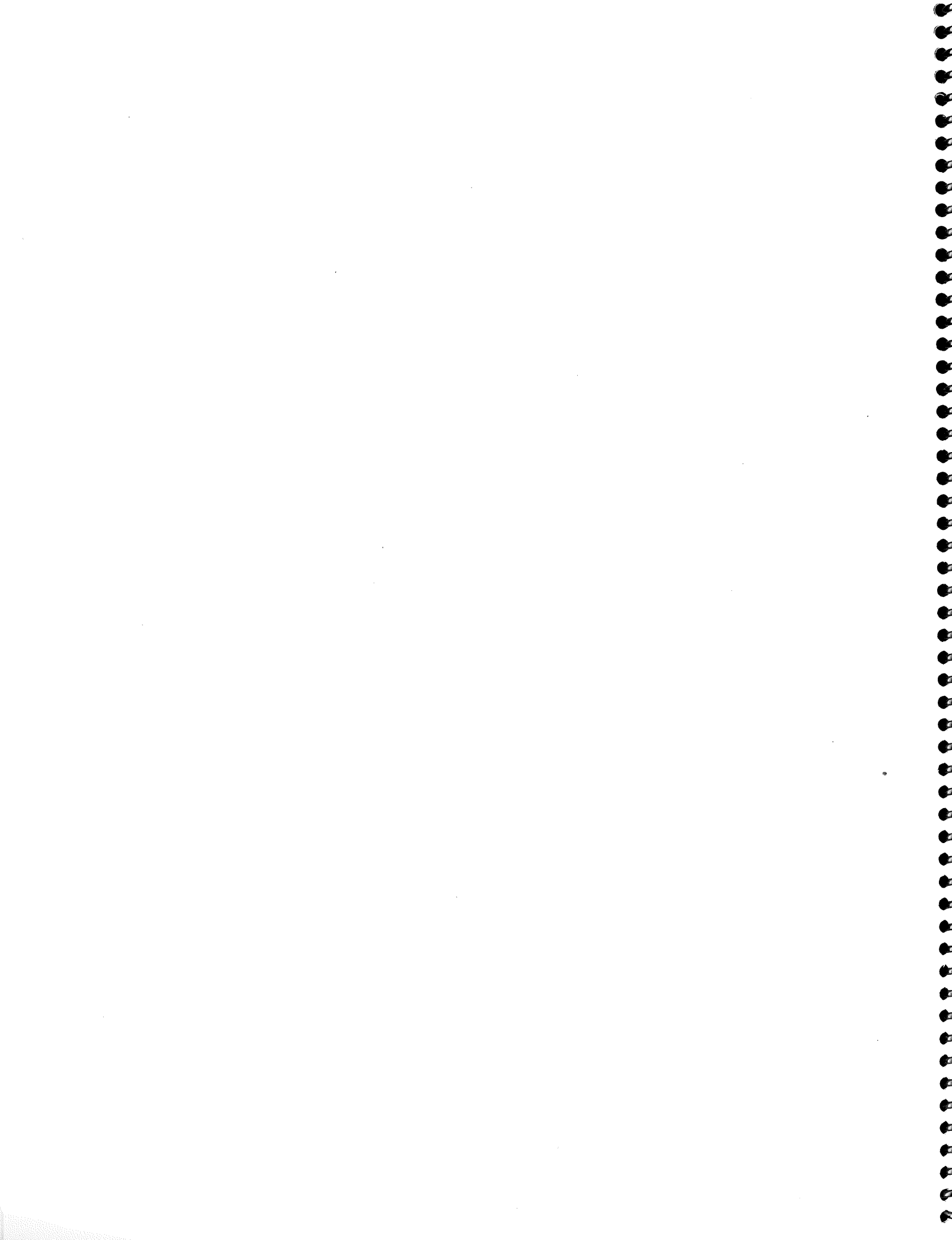
-- R.G. Ingersoll

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"If we are going to address our mission, rather than just exist, we must maintain the confidence and dedication of our employees."

Ron Lawrenz

#### PREFACE

#### An open letter to the Division of Fish and Wildlife

No matter the fate of this report, you should know that the Personnel Issues Task Force is dedicated to producing a document and plan that will be meaningful to your future and the future of our Division. I feel very rewarded to have been able to work with a group of individuals so dedicated to that goal. You should take pride in what they have been able to accomplish, given the task. You should also take a few seconds to thank them for a job well done. We would like to thank all those employees who took the time to comment. Your input was extremely valuable to our process and we hope it is reflected in our work.

This document is a synthesis of the collective thoughts of 11 of your coworkers. The Personnel Issues Task Force was chosen to represent an organizational cross section of our Division, however, I believe that they also represent a cross section of our training, experiences, visions, and, most importantly, our motivations and aspirations as employees of the Division. This is paramount if we are to successfully explore the "wellness" of the Division for you, have you accept our findings, and, finally, have you participate in a plan that is outlined for all of us. It would be foolish for us to pretend that we have explored all of the issues or to say that our recommendations are the only answer. In our estimation, if the 10 issues presented on the following pages are addressed, there will be positive change. This is then a plan to guide the Division along what we believe would be a healthier path.

The Division must deal with this plan in patience and with its focus on the future. Employees will have to deal with the concept that it may never be exactly the way they want it, but it can be better and that is okay, too. Our recommendations may not be completely effective and adjustments will have to be made along the way, but it is a start, and it will be a new way of doing business in our Division.

One of the Task Force's greatest concerns was that this report, like so many others, would fade into anonymity. Employee morale is a serious problem and the task force wanted to make sure that it was not glossed over. To try and overcome that fate, we have outlined a process rather than define an end point. We have tried to make that process dynamic by presenting a plan of action, and, more importantly, a plan of evaluation.

Please do not view or expect this plan to be some saving grace for all the problems you perceive within the Division. Morale, wellness, happiness or whatever you choose to call it is an intensely individual and personal state. There is only so much the Division can do in addressing your morale. You are the first one responsible for the way you feel and how you deal with the downside of your job. Abe Lincoln once said that "People are about as happy as they choose to be".

The most important career sustaining factor for me, and I would venture to guess for many of you, is that I must enjoy what I am doing. The enjoyment of my job stems from the satisfaction that I can project my own environmental ethic through my job, that I am doing something for the resource, and that the organization's goals are basically my goals. My morale suffers if I perceive that these conditions do not exist, and worse yet, if I perceive that the organization does not respect me or my viewpoint. When personal goals and organizational mission are so closely intertwined, so are the issues of personal wellness and organizational wellness. This is possibly the reason why our employees are so frequently identified as dedicated. They live their job. It is sometimes difficult to separate our personal lives from our work lives and some may choose not to. The simple fact is that we must each strike our own balance. In this environment, the issues surrounding employee morale become increasingly sensitive and heightened and if not resolved, become a major organizational and personal problem. We may be at that point now.

On the other side of the coin, our leadership must realize that organizations are social systems and that social systems concern human relations. As a Division, we are a more homogenous group of employees than would be found in most organizations, particularly one this large. It is this network of personal and social relationships with our peers that provides a sense of identify, peer group affiliation, and job satisfaction. The informal network is much stronger and more important than the formal network (administration, bureaucracy) and that is why the organization must be concerned with employee morale. Since our Division's employees tend to have a high degree of motivation and dedication, and since our Division is results oriented (versus people oriented) it is easy for the organization to lose sight of the individual and his/her needs. In other words, you should be dedicated and motivated enough to do your job and save the resource no matter what the conditions. This type of attitude can only hurt the organization for we are, after all, an organization comprised of people not natural resources. If we are going to address our mission, rather than just exist, we must maintain the confidence and dedication of our employees.

I hope that you see some benefit in what is proposed here and that you support the Division's effort in attaining the goals we have laid out. Get involved and let us know what you do or don't like about this plan, after all, we had you in mind when we proposed it. Thank you for your patience, your concern, your continued support and your participation.

One last thing. We have taken the liberty to use introductory quotes to make our point, and to add color to what might otherwise be a monotonous report. I apologize if this tramples any of your sensibilities, but I believe we are a little stodgy as an organization. At the least the quotes can act as a reminder of what we hope is a new organizational style.

Sincerely,

RON LAWRENZ, Chairman

### EXECUTIVE SUMMARY

Director Larry Shannon appointed the Personnel Issues Task Force on January 28, 1988. The stated mission of the task force was to:

- 1) identify issues affecting employee morale and performance
- 2) identify underlying problems within each issue
- 3) identify and propose "doable" strategies and actions for addressing these problems
- 4) propose a time frame for action
- 5) propose a plan for evaluation

The final product was to be a report and plan that would help the Division effect a positive change in employee morale.

The task force agreed that morale, as it relates to an employee of the Division, could be defined as how the individual feels about:

- 1) themselves
- 2) their role in the organization
- 3) the organization itself

Additionally, morale is then the responsibility of:

- 1) the individual
- 2) the supervisor/manager
- 3) the Division/Organization

Ten basic employee issues were identified. These are:

Communication	Career Development
Decision Making	Administrative Duties
Management/Supervisor Skills	Compensation
Work Load	Overall Rapid Change
Reward Systems	Personal Outlook/Lifestyle

This report contains a chapter covering each of these issues. An eleventh chapter contains a plan of evaluation to address employee issues. Each chapter contains:

- 1) An introduction to the issue
- 2) A problem statement
- 3) Examples of why it is a problem
- 4) An outline of strategies, specific actions, and timelines to address the problem

Forty-six strategies encompassing 125 actions were identified. Strategies by chapters are as follows:

#### CHAPTER I - Personal Outlook and Lifestyle

- Strategy 1: Train all employees in the area of self awareness and personal temperament.
- Strategy 2: Investigate, analyze, and develop a Division Plan to address the issues of basic human (employee) needs.
- Strategy 3: Establish employee needs as a priority in action and by Division policy.
- Strategy 4: Ensure an organizational environment that encourages employees to seek professional help when needed and allows employees to recover or change without the threat of stigma.

#### CHAPTER II - Communications

- Strategy 1: Make meetings more frequent and effective.
- Strategy 2: Improve correspondence.
- Strategy 3: Improve management of stations, headquarters, and central office staff for efficient/effective communication.
- Strategy 4: Open up the communication process. Change thinking about information.
- Strategy 5: Improve information management system.

#### CHAPTER III - Decision Making:

- Strategy 1: Make the decision making process as participatory as feasible.
- Strategy 2: Make long-range management more participatory.

#### CHAPTER IV - Management Skills:

- Strategy 1: Clearly define and evaluate the people management responsibilities of supervisory and managerial positions.
- Strategy 2: Encourage and facilitate continuing managerial training.
- Strategy 3: Develop a supervisory/manager screening process for promotional opportunities.

Strategy 4: Establish a Division leadership style as a model for supervisors and managers.

Strategy 5: Develop a non-managerial career tract.

#### CHAPTER V - Workloads:

Strategy 1: Establish uniform Division-wide work priorities.

Strategy 2: Do not accept additional programs without positions.

Strategy 3: Train employees in time and workload management.

Strategy 4: Identify and state, in writing, Division workload expectations.

#### CHAPTER VI - Administrative Duties:

Strategy 1: Eliminate outdated and redundant forms and procedures.

Strategy 2: Establish the need for forms and effectively communicate need to the employees.

Strategy 3: Consistently apply the use of required forms and procedures across the Division.

Strategy 4: Clearly define and develop administrative/clerical support.

Strategy 5: Make time for administrative duties.

#### CHAPTER VII - Compensation

Strategy 1: Rectify the MAPE/MMA inequity.

Strategy 2: Convert as many 90% positions to full-time as possible.

Strategy 3: Make comp-time accrual available to all employees that must work extra hours.

Strategy 4: Resolve disputed Hay Study results.

Strategy 5: Make the entire compensation grid fair and equitable.

#### CHAPTER VIII - Overall Rapid Change

Strategy 1: Organize important technical and career information for employees.

Strategy 2: Prioritize employee's duties to include time for information assimilation.

Strategy 3: Reduce workloads to create "non-results" oriented work time.

#### CHAPTER IX - Career Development and Promotion

Strategy 1: Explore options to overcoming current obstacles to career development.

Strategy 2: Improve training opportunities for the future.

Strategy 3: Increase opportunities for promotion.

Strategy 4: Increase opportunities for "in place" job enrichment to offset lack of promotional opportunities.

Strategy 5: Provide career development counseling for Division employees.

#### CHAPTER X - Rewards and Recognition

Strategy 1: Improve the achievement award and length of service award programs.

Strategy 2: Improve presentation and announcement of achievement awards.

Strategy 3: Improve presentation and announcement of length-of-service awards.

Strategy 4: Create new awards and vehicles for recognition.

Strategy 5: Encourage immediate recognition of achievement and positive behaviors by supervisors.

Strategy 6: Nominate employees for awards outside of the Division.

Strategy 7: Publicize other awards received by employees.

#### CHAPTER XI - A Plan for the Continued Evaluation of Employee Issues

Strategy 1: Establish an ongoing Employee Issues Committee.

Strategy 2: Issue an annual employee morale index by February 15 of each year.

"The Journey is our Goal"  
-Anon.

## INTRODUCTION

### I.1 - General Problem Statement and Recommendation

The employee morale problem in the Division of Fish and Wildlife and the Department of Natural Resources centers on the fact that top management is not trusted to keep the best interest of the employees at heart. The Personnel Issues Task Force recommends that the Director of the Division of Fish and Wildlife evaluate and implement the strategies and actions presented here in order to move the Division in a consistently positive direction on employee issues and employee morale. We believe that the Division can, through this plan of action, build or regain the employees' trust.

### I.2 - Assumptions

This report is based on the following assumptions:

- 1) That there is an employee morale problem in the Division of Fish and Wildlife that is caused, at least in part, by the way the Division handles critical employee issues.
- 2) That positive changes in the way the Division handles employee issues will positively affect employee morale.
- 3) That working to improve employee morale must be a process rather than an endpoint.

### I.3 - Overview

The question of employee morale or "wellness" and the basic issues that surround it are a fact of organizational structure. Employees of the Division of Fish and Wildlife are often noted for their dedication to the resource and to our stated mission of protecting and enhancing fish, wildlife and native plants and their habitats. This dedication may intensify employee morale issues when it is perceived that the organization is not supporting the mission or employees' convictions. Additionally, while we are basically a homogeneous group with regard to dedication, we are diverse as sections and as individuals.

Considering the individuality of morale in a large organization, it would be unreasonable to expect every employee to feel good about the organization and their role in it all of the time. However, it is in the organization's best interest to actively work toward a goal of maintaining high employee morale. Benefits include better teamwork, higher productivity, improved public responsiveness, and, more importantly, individual wellness.

Recognizing that morale is an important organizational problem and providing a program that can address the issues that impact employee morale is a means by which our Division can positively stimulate employee wellness and thus better address its mission. The Division has taken the



initiative by appointing the Personnel Issues Task Force. The program and process outlined herein by the Personnel Issues Task Force is respectfully proposed to the Director and employees of the Division of Fish and Wildlife as our plan to address employee wellness.

#### I.4 - Background

While the Minnesota Fish and Wildlife Employees Association Morale Survey of 1987 may have provided impetus to the formation of the Personnel Issues Task Force, its roots are planted in Issue G of the Division's Strategic Plan. Other sources include the Department Focus Group Reports, the findings of the Division's Public Responsiveness Committee, and the recognition that morale is an important organizational issue. It was not the Task Force's charter or goal to indict or endorse any of these surveys or reports, but rather to explore the issues which may impact morale and propose a positive course of action to address these issues as a Division. As such, each of these documents was viewed as a source of information that would help us identify the primary issues, define our goals, and propose strategies and actions. The exception is Issue G. This issue is part of the Division's strategic plan and, therefore, must be endorsed. Indeed, the strategies and actions presented here are an expansion of the basic strategies presented in Issue G. This report should be viewed as the Division's plan to address Strategic Issue G.

Issue G. Increasing responsibilities of fish, wildlife, and native plant resource management personnel are reducing management effectiveness.

The roles and responsibilities of resource managers and support personnel are increasing as new programs are developed, old programs are refined, and management activities are reallocated. As funding becomes more scarce and hiring freezes are implemented, more work is delegated to fewer personnel. This leads to stress and strain on personnel. In addition, individuals are changing their expectations of what development, and educational opportunities are important considerations for personnel, while job security, salary, and fringe benefits remain strong basic concerns. Investment in personnel satisfaction and development is required if the Division is to provide effective and efficient fish, wildlife, and native plant resource management.

#### Strategies:

1. Intensify efforts to secure and maintain adequate compensation for personnel and to keep the number of personnel commensurate with management responsibilities.
2. Strengthen efforts to ensure that individual work responsibilities are consistent with resource management priorities and do not exceed reasonable levels of work.
3. Intensify efforts to assist personnel in career development and fulfillment of professional goals.

4. Expand and improve personnel training programs and encourage individuals to continue professional education.
5. Expand efforts to provide recognition and incentives for an individual's professional accomplishments.
6. Intensify efforts to promote participative management in achieving objectives by delegating decision making authority to the lowest feasible organizational level.
7. Intensify efforts to improve formal and informal communication within the organization.

#### I.5 - The Process

Meetings of the Personnel Issues Task Force were conducted by facilitation using a process of open discussion and consensus. As stated earlier, we relied heavily on the issue related work that had preceeded us (i.e. Issue G. of the Strategic Plan). A plan of action and goals were defined as follows: 1) To identify the basic issues affecting employee morale, 2) To identify underlying problems within each issue, 3) To identify and propose "doable" strategies and actions for addressing these problems, 4) To identify current programs that fit proposed strategies for actions, suggest modifications if necessary and propose new programs or initiatives to fill in the gaps, 5) To propose a time frame for action, and finally 6) To propose a plan for evaluation so that positive change would be assured.

In order to properly analyze morale or "wellness" the task force decided that it was necessary to formulate a definition of morale. We agreed that morale, as it relates to an employee of the Division, could be defined as how an individual feels about:

- 1) His/Her self
- 2) His/Her role within the organization
- 3) the organization itself

Additionally, morale is then the responsibility of (in order):

- 1) the individual
- 2) the supervisor/manager
- 3) the Division/organization

A "force field" analysis was used to identify significant issues. That is, task force members were collectively asked to identify factors that positively affect employee morale and, separately, factors that negatively affect employee morale. With these factors in mind, the Task Force was then asked what would have to be changed in our Division 10

years from now to create a positive change in morale. This process resulted in the creation of a list of 8 basic issue areas. These are:

Communication  
Decision Making  
Management/Supervisor Skills  
Workload

Reward Systems  
Career Development  
Administrative Duties  
Compensation

The Task Force acknowledged that these were not the only issues, but rather that if these issues were addressed, there would be a positive change in Division morale. The Task Force also acknowledged that these 8 issues were basically institutional in nature, that they represented a common theme echoed in previous reports, and that they did not reflect the personal side of the problem. To reiterate, morale is a personal state that is both the responsibility of the individual and the organization. Although considered a separate issue, Personal Outlook and Lifestyle is also treated here as a modifier to all other issues and is, therefore, of critical importance when addressing morale. Finally, a factor beyond the direct control of the Division and yet an important issue of employee morale, Overall Rapid Change, was identified and treated as a tenth issue.

Subsequent meetings were used to dissect individual issues by identifying underlying problems and proposing strategies, actions and timelines to address the problem. A total of 7, four-hour meetings, a 2-day retreat and much individual time and effort was put forth to try and achieve our stated goals (44 meeting hours). Additionally, the employees at large were canvassed concerning their response to these issues and their input was considered in the construction of this report.

#### I.6 - Issue Priority and Issue Chapters

The issues were not analyzed in any order of perceived importance but rather as they came up. It is important for the consumers of this report to note that while these issues are distinct, they are also inter-dependent. The Division cannot afford to focus only on one issue or a set of issues if there is to be positive change. The report format recognizes a nesting of issues, however, it is not to imply the sequence in which the Division should address the problem.

Each issue is delegated a chapter and each chapter contains: 1) An introduction to the issue, explaining why it is a factor in the morale issue and how it is related to other issues, 2) A problem statement, 3) Examples of how this has been perceived as a problem in our Division (please note that the examples presented here are not a point of contention, they are not presented to single out any individual or unit and it is moot whether you consider it right or wrong. The examples presented were perceived by employees of the Division as real examples of the problem.), and 4) An outline of strategies, actions and timelines suggested for implementation by the Director to address the problem.

### I.7 - The Plan for Evaluation

The final chapter presents a plan of evaluation that the Task Force hopes will assure continuation of the process we have started. The Division must realize that there is no end to this process and that it must simply become part of our culture if morale is to be adequately addressed in the future. It ensures inclusion of new issues as they arise and it provides for a measure of how we are doing in a "morale index".

### I.8 - References and Suggested Reading

We have included an alphabetical list of references and suggested readings for those employees who may want to review supplemental materials beyond this report and understand the foundations for the recommendations presented here.

## CHAPTER I

"He who gains a victory over other men is strong, but he who gains victory over himself is all powerful"

-Lao Tse

"Business! Mankind was my Business!"

- Joseph Marley's Ghost to Ebenezer Scrooge  
From A Christmas Carol by Charles Dickens

"People who feel good about themselves produce good results"

- The One Minute Manager

## PERSONAL OUTLOOK AND LIFESTYLE

### 1.1 - Introduction

This issue embodies the problem of morale or wellness. If morale is defined as how an individual feels about themselves, their role in the organization and the organization itself, we must, for the purpose of this analysis, agree that these 3 cases are interdependent. That is, if an individual does not feel good about themselves or their role, they are unlikely to feel good about the organization. Conversely, if they do not feel good about the organization they are not likely to feel good about themselves as employees or the organization. While morale is a personal state and ultimately the responsibility of the individual, the organization must also take responsibility. Each employee must find the proper "balance" between home life and work life, however, that balance can be aided by the organization.

Each of us has arrived at this point in time by a unique path, each of us has our own set of "tapes". We must each understand our ethic, motivations and needs for self-actualization as they relate to our jobs and the organization. Some may visualize being Section Chief, Director or even Commissioner some day, while what matters to others is that they can do something significant for the resource no matter what their organizational rank, and still others want to make a decent living and enjoy what they do. If it is what you want, then it must be legitimate for you and your wants must also be legitimate for the organization to consider. If the individual feels that the organization is not taking their motivation or needs for self-actualization seriously, there will be a morale problem. The organization cannot provide self-actualization for every employee and that also can be a morale problem.

Each of us can be generally categorized by our temperament. Our temperament influences how we deal with ourselves, our coworkers and even our families. Some people are doers, others thinkers, intuitors, feelers, etc. No one type is right or wrong. The organization, through its

supervisors, must be able to understand personal temperament in management. For example, it would be unreasonable for a supervisor to continually require a thinker to produce last minute reports or a doer to sit and do nothing. Conversely, it is important for the employee to know that there are many approaches to a problem that transcend the boundaries of how they deal with it. Employees and supervisors both need to understand these principles if they are to respond on a personal or organizational level. Morale can be greatly influenced by how we perceive and relate to each other.

Finally, for an individual to feel good about themselves, their role, and the organization, the organization must meet their basic human needs. These include physiological needs, safety needs, social needs, ego/status needs and self-actualization needs (Abraham Maslow). In the context of the organization, this may translate into adequate working conditions, job security, someone to talk to at an isolated station, rewards and recognition, and a career path. Frederick Herzberg has noted that in the work environment employee needs can generally be classed as motivators or dissatisfiers. That is, fulfilling self-actualization needs by providing a career path, responsibility, and advancement, or ego/status needs through rewards and recognition tend to be ways to motivate employees and may not be greatly involved in dissatisfaction. On the other hand, providing basic physiological needs and safety are factors that can lead to job satisfaction/dissatisfaction. An employee is likely to be dissatisfied with the organization if they are required to work in cold or cramped conditions or if uniforms are uncomfortable or don't fit. A case in point is the DNR Uniform Committee. The general policy of this committee is that uniforms are for "show" and not to be construed as work clothes. The committee has little or no field person representation and yet these are generally field clothes. If uniforms are required to be worn, they are indeed work clothes and they must be comfortable. The message that this sends is that the organization does not care about the employee. This leads to poor morale since the employee cannot feel good about themselves or the organization in general.

Personal outlook modifies all subsequent issues presented here and is, therefore, of paramount importance if the Division of Fish and Wildlife is to address personnel issues and if management is to regain employee trust.

1.2 - Problem Statement: Employees cannot balance their "Private Life" and "Work Life", and the Division/Department is not meeting employees personal needs.

### 1.3 - Examples

- 1) Many employees are "donating" time to get the job done.
- 2) A number of our area headquarters are overcrowded or in poor condition (Grand Marais, Ely, Aitkin, Walker)
- 3) There are no complete field uniforms for women as there are for men

- 4) Many field stations are isolated, one person operations, with no secretary or other person to interact with
- 5) The Division's informal and formal awards and recognition program is historically poor or lacking (addressed as separate issue)
- 6) Certain career paths are blocked (technician to specialist) or non-existent (Researcher ladder equivalent to Manager ladder) - (Also addressed as a separate issue)
- 7) The State's decision not to allow snow emergency days endangers the employees' safety if they feel they must travel into work or lose pay
- 8) The Bureau of Human Resources is generally not trusted to have the best interest of employees at heart when it issues policies and decisions

1.4 Strategy 1: Train all employees in the area of self awareness and personal temperament.

Action: Provide all employees training in team building using the Meyers/Briggs indicator with professional interpretation.

Director, Section Chiefs  
Employee Development Specialist

June 1990

Action: Offer career self-actualization training and counseling to all employees.

Employee Development Specialist

January 1991

Action: Contract with the Employee Assistance Program or other professionals to perform team building counseling for units, areas, regions, section.

Director, Employee Dev. Specialist

January 1991

Strategy 2: Investigate, analyze, and develop a Division plan to address the issues of basic human (employee) needs.

Action: Develop a committee to analyze and report on Division problem areas in meeting the basic employee physiological, safety, and social needs. Develop a long-range plan to address these.

Director

July 1990  
Report January 1991

Action: Include employee issues (Strategic Issue G) in the Division's long-range planning process.

Director, Planning Unit

January 1990

Action: Set capital improvement of field facilities as a priority and plan for obsolescence and eventual overcrowding. Present plan and statement of need to the Commissioner's Office.

Director

January 1991

Strategy 3: Establish employee needs as a priority by action and Division policy.

Action: Support our representative on the DNR Uniform Committee by providing a Division statement on uniform needs including complete uniforms for women, winter and summer uniforms, and uniform comfort (cotton vs. synthetic).

Director

Immediately

Action: Issue a Division policy statement that employees and employee issues are important and that they must not be discounted in favor of resource management or personal safety endangered due to economic considerations.

Director

Immediately

Strategy 4: Ensure an organizational environment that encourages employees to seek professional help when needed and allows employees to recover or change without the threat of stigma.

Action: Require supervisory training in employee assistance programs and the early detection of troubled or "crisis heading" employees

Director

June 1991

Action: Provide training to employees so that they can detect potential problems and seek solutions.

Supervisors  
Employee Development Specialist

January 1992



## CHAPTER II

"I believe what we have here is a failure to communicate"

-Cool Hand Luke

"Life without meetings is unthinkable. But life full of bad meetings is unbearable"

-Six Secrets to Holding a Good Meeting  
3M Meeting Management Institute

"When in Doubt, Mumble"

-Bornes First Law

### COMMUNICATIONS

#### 2.1 - Introduction

Communication is a primary task of any organization. Organizations must communicate their mission and goals to employees and clients. They must also communicate policies, procedures, and strategies for accomplishing the mission to employees. The organization must also provide for communication from employees and clients to executives or managers so that progress in achieving goals may be evaluated and so that necessary changes may be made.

"An individual without information cannot take responsibility; an individual who is given information cannot help but take responsibility"

-Jan Carlson

In the Division of Fish and Wildlife, the term "communication problem" has repeatedly been used as a euphemism for many management problems. Communication is so vital to all management functions that it is related to most of the problems which have been identified by this Work Group. Communications is especially closely related to decision-making, and decision-making problems are often called communications problems. It is more comfortable for subordinates to tell supervisors that the problem is communications rather than bad decision-making. It is also easier for supervisors and managers to ascribe employee dissatisfaction to poor communications rather than faulty decision-making.

Employee morale problems which this group has identified are all related to communications. Organizational changes which may increase employee satisfaction and performance will not come if communication lines are not open and two-way. All parties must be receptive, listening, open, honest, and committed to making the system work. Most importantly the organization must create time for good communication and develop and follow policies which tell employees and supervisors what should be communicated to whom. Poor communications impact all of the other issues considered here.

2.2 - Problem Statement: Poor Communication Leads to Poor Morale

2.3 - Examples:

- 1) 1987 antlerless permit deadline extension
- 2) Receive notice from personnel that you have an achievement award before supervisor tells you
- 3) Lack of face to face performance reviews
- 4) Infrequent to no staff meetings
- 5) No radios in vehicles of field staff
- 6) Poorly run meetings
- 7) Poor to no use of telecommunications equipment, e.g. conference calls
- 8) Information available on a "need to know" basis without clear definition of "need to know"
- 9) When budgets get tight, communications (e.g., telephone) are one of the first items to be cut back.

2.4 Strategy 1: Make meetings more frequent and effective.

Action: Mandatory training for meeting management during FY 90/91

All supervisors/managers  
(Director)

June 1991

Action: Make time (i.e. set it aside) for regular meetings at appropriate staff levels in FY 91 Work Units.

All supervisors/managers  
(Director)

June 1989

Action: Distribute summary meetings notes (highlighting important results/decisions) within two-three days.

Meeting managers/Director

Immediately

Action: Use facilitators and meeting management consultants when necessary and productive.

Meeting managers/Director

Immediately

Action: Use agendas and pre-meeting plans.

Meeting managers/Director

Immediately

Action: Evaluate use of meetings in Division of Fish and Wildlife.

Director

June 1990

Strategy 2: Improve Correspondence

Action: Encourage training in good organizational writing.

Supervisors

June 1990

Action: Analyze current distribution systems and improve them.

Section Managers Report  
to Director

October 1990

Action: Develop and implement appropriate electronic mail system in Section of Wildlife. Get computers in every work station of Wildlife.

Section Chief

January 1991

Action: Ensure effective participation in DNR MIS/GIS planning and get Division of Fish and Wildlife share.

Director

Immediately

Strategy 3: Improve management of stations, headquarters, and central office staff for efficient, effective communication.

Action: Designate lead individual responsible for organizing and managing the information specialists and clerical staff in Central Office Section of Wildlife.

Section Chief

June 1990

Action: Assign/acquire information specialists (i.e. clerical staff) in all Division of Fish and Wildlife stations.  
Options include: shared; part-time

Director

July 1991

Action: Encourage "office management" training to management personnel.

Section Managers

June 1990

Strategy 4: Open up the communication process. Change thinking about information.

Action: Adopt a "communicate with everyone/anyone" philosophy instead of a "chain of command" communication philosophy. (This does not mean "end runs" on the decision-making process, but more open verbal and written communication of information.)

Director, Chiefs

June 1990

Strategy 5: Improve Information Management System

Action: Develop an information management plan for the Division.

Director

July 1990

Action: Set computer system planning and purchase as a priority for every work station.

Director

June 1990

Action: Supply a reference directory about what information is available where.

Director

October 1990

Action: Continue to support MIS/GIS Planning

Director

Immediately

"My First Message is: Listen, Listen, Listen to the  
People who do the Work"

-H. Ross Perot

(Also see Issue G of the Division's Strategic Plan, Strategy 7)

## CHAPTER III

"We are going to cut off three of your toes. You get to decide which ones!"

-Anon.

"People whose lives are affected by a decision must be part of the process of arriving at that decision"

-John Naisbitt, Megatrends

### DECISION MAKING

#### 3.1 - Introduction

It is generally perceived by the employees of the Division of Fish and Wildlife that many decisions are made without enough involvement of the affected or responsible parties. In other words, decisions are generally not made at the lowest feasible level. Employees also recognize that some decisions must short-circuit the preferred process due to time constraints, however, this appears to be the norm rather than the exception.

The political nature of the decisions that must be made by our Division has also modified our decision-making process. Politically sensitive decisions are perceived as "high risk" decisions and thus relegated to top management. Again, employees generally recognize that while our mission is the protection and enhancement of the natural resources entrusted to us, we must also be responsive to the political and/or public demands in order to receive support for our mission. Political decisions usually become an employee issue not when they are made but rather when they are justified on dubious biological grounds contrary to employee's knowledge of the situation or called, more simply, communication problems. It becomes a greater issue when a lower level biologically motivated decision is reversed by a higher level political decision with no reason communicated to the affected employee(s). This is divisive to employee morale in several ways. Left with the perception that top management believes that their decision was wrong, the employee may lose commitment to the Division. Secondly, if an employee is not consulted in the decision-making process or if their decisions are reversed with no explanation, they will be less likely to make decisions or forward opinions in the future. This destroys the entire concept of maintaining a highly educated and experienced professional, technical and clerical staff. To be efficient and effective, the decision-making process must be delegated to the lowest feasible organizational level. It must be participatory, but also balanced to the situation. The decision-making policy must be made clear to all employees, and management must be willing to enforce lower level decisions or communicate the reason for reversals while supporting employees. As will be reiterated in the chapter on Management Skills, it is important for supervisors to understand that they are paid for what their employees do, not for what they do! The most suitable management style for highly competent and committed employees, typical of our Division, is delegation. A credo of effective management, at least in the private sector, is "don't do, delegate". However, a delegating management style, while positively affecting an experienced and committed employee's morale, increases the

risk for the manager. Given the proper circumstances, our Division's managers and supervisors must be willing to take that risk and allow employees to occasionally make mistakes. It is true that we learn from our mistakes and that an employee's knowledge that the organization will back him or her when they make a mistake stimulates creativity, problem solving, and morale.

Finally, the decision making process is confused by the dual lines of authority that currently exist (i.e., Regional Administrator to Commissioner's Office, and Regional Supervisors to the Director and then to the Commissioner's Office). A good example is the Mississippi River Team which report to the Commissioner's Office and all other managers working on the Mississippi who report to the Director through the Regional Supervisor. This type of split has made coordination in the decision-making process more difficult. The Department and the Division have the responsibility to see that lines of authority are clear and coordinated.

The decision-making issue is most closely related to the issues of communication and management skills. However, decision-making generally relates to all the remaining issues examined here.

3.2 - Problem Statement: A poorly defined and non-participatory decision making process leads to poor morale.

3.3 - Examples:

- 1) crow season; participatory analysis, solo decision, no communication about decision
- 2) private hatcheries Commissioner's Order
- 3) no budget authority at the Area level - Section of Wildlife

3.4 Strategy 1: Make the decision-making process as participatory as feasible.

Action: Develop an explicit policy for participatory decision-making (that involve appropriate people in decision-making process and that decisions are made at lowest feasible organizational level) and enforce it.

Director	draft	June 1990
Chiefs		
(Planners)	"completion"	June 1992

Guidelines:

- a. Enforcement: put decision-making authority in PD's/PEARS (participatory decision-making).
- b. Evaluate manager's performance on participating in decision-making.
- c. The process:

- 1) Involve the right people
- 2) Make decisions in a consensus rather than executive fiat fashion.
- 3) Use principles of win-win rather than win-lose.
- 4) Communicate decisions to affected parties.
- 5) Communicate rationale (honestly) for decision to anyone that asks or should know.
- 6) Support decisions made in consensus, participatory fashion (up and down).
- 7) Blow the whistle on decisions made in a capricious, executive fashion.
- 8) Respect the pressures, politics, and perspectives of all participants in the decision-making process. Emphasize team work.

Strategy 2: Make Long-Range Management Planning and Policy Committees more participatory.

Action: Rotate memberships.

Chiefs

June 1990

Action: Clarify role of program staff (e.g., wetland management specialist) in Long Range Planning and Policy Committees).

Wildlife Chief

June 1990

Action: Involve research staff on Long Range Management and policy committees.

Wildlife Chief

June 1990

Action: Decision makers will meet with individual committees for discussion of committee report contents and rationale for final decisions.

Chiefs

Immediately

(Also See Issue G of the Divisions Strategic Plan, Strategy 6)



## CHAPTER IV

"I'm Their Leader. Which Way Did They Go?"

-Anon.

"The Best Minute I Spend is the One I Invest in People"

-The One Minute Manager

"Economic Results are Earned only by Leadership"

-Peter Drucker

MANAGEMENT SKILLS

4.1 - Introduction

Personnel and program management is a science in and of itself. The skills and knowledge required to perform effectively as a supervisor or manager are no more intuitive than those required to be an effective biologist, fisheries/wildlife manager or secretary. They must be learned, and indeed, that is why colleges have courses and degrees in management. The Division is, in part, the victim of the Peter Principle. That is, we have been promoting biologists to supervisors and managers because they have been good biologists assuming that they are also good people managers. While the two are by no means mutually exclusive, they are also not mutually inclusive. It is imperative that a supervisor or manager understand the principles of the program that they are managing. On the other hand, they must also understand the principles of good people management. The technical versus people management schism is illustrated in what our managers read. Almost all subscribe to technical journals but very few, if any, subscribe to management or business literature. Both are necessary.

Consider the fact that employees with dual educations in business management and fisheries and wildlife are rare. It will always be necessary to hire starting managers from the ranks of the technical fields and then provide them with managerial training. The Division must address this issue by emphasizing people management skills, or the enthusiasm to manage people, when selecting candidates in the hiring process. Many large companies (i.e. 3-M) employ a supervisory screening process to identify the best candidates for future positions. This screening involves testing of innate personality characteristics, potential management styles, etc.

The Division must clearly define the duties of supervisory and managerial positions, and be willing to invest time in the continuing education of its supervisors and managers. Management education should not end with the after-the-fact mandatory supervisory training provided by the State.

By definition, managers are not paid for what they do, but rather for what their employees do. It is generally difficult for a technical person, directly involved in the collection and interpretation of data for which they take ownership, to make the transition to a manager who must

take ownership for the work of others. This problem is exemplified in the most common management complaints forwarded by employees of the Division. These are: 1) That supervisors/managers are unable or unwilling to delegate work, 2) that our supervisors/managers do not want to or lack the ability to deal with personnel issues, 3) that employees are not included in the decision making process.

If our supervisors/managers are to be effective in their positions, they must be enthusiastic about managing and working with people. The current system of promoting people to supervisory/managerial positions does not address this need and in some cases aggravates it by forcing supervisory duties on employees who do not want them. The most obvious solution to this problem would be a voluntary supervisory training program for non-supervisory employees. In this way, the enthusiasm to do the work would be manifested in the desire to get the training prior to becoming a supervisor. Training could then be used as a criteria for selecting various employees for supervisory positions. To be effective, this would have to be coupled with a parallel career path for technical people as discussed in the chapter on career paths.

For our Division to be effective in management, it must select and work towards a "Divisional" management style. Currently, due to deadlines and excessive workloads, our Division is more results oriented than people oriented. This has led to a "traditional" style of management which is interested in the behavior of the staff, evaluating objectives vs. results, if budget limits are met, and productivity. The bottom line of this style is: Did they do it? A more desirable style would be that of leadership which is interested in morale, commitment, motivation, and quality. The question that this style asks is: Did they do it because they wanted to? It is based on the premise that you can't force employees to do good work. The Division has relied on the high individual commitment of its employees to get the work done. They have done the job because they wanted to "for the resource". Without participation in the decision making process, commitment erodes. Generally, morale problems are less likely with a democratic style rather than an autocratic style.

For our individual supervisors/managers to be effective, they must be flexible in using the four basic leadership styles: Directing, coaching, supporting, and delegating. The supervisor must be able to match the style with the situation. That is, when an employee is new, they will usually have a high degree of commitment but little competence. This situation requires that the supervisor use a directive style, spending a lot of time with the employee. The supervisor must be willing to spend the time to use this style. Later in an employee's development, they may end up with a high degree of competence and commitment. This level is very typical of Divisional employees. At this point the supervisor must be able to use a delegating leadership style. While the direct supervisory time involved with this style is reduced, the risk level is increased (Figure 1). Our supervisors, managers and the Division must be willing to take this risk. Finally, the supervisor and employee must continue to negotiate on the appropriate leadership style as the employee develops and as the situation changes. For morale to be good, the style of the manager must be close to the style of the Division. For an employee to know whether they are effective as a manager there must be a system of evaluation. This system should not only include the manager's superior but also their employees.

# SITUATIONAL LEADERSHIP

	<b>D</b> Developmental Level		<b>S</b> Leadership Style				Work Load	Risk Level
	Competence	Commitment	#	Type	Directive Behavior	Supportive Behavior	↑	↓
Entry Level	LOW	HIGH	1	Directing	HIGH	LOW		
	SOME	LOW-MEDIUM	2	Coaching	HIGH	HIGH		
Experienced	MEDIUM-HIGH	VARIABLE	3	Supporting	LOW	HIGH		
	HIGH	HIGH	4	Delegating	LOW	LOW		

Figure 1. Employee development level (D) versus the appropriate leadership style(s) and related supervisor workload and risk level (D.O.E.R.)

The management issue is most closely related to the communication, decision making and reward system issues and, in a more general way, all of the issues investigated here.

4.2 - Problem Statement: Poor Supervision and Management is causing Poor Morale.

4.3 - Examples:

- 1) Supervisors currently receive supervisory training after they are hired to a supervisory position and it is a one-time event without long-term evaluation.
- 2) Top managers receive limited supervisory training.

4.4 Strategy 1: Clearly define and evaluate the people management responsibilities of supervisory and managerial positions.

Action: Establish specific Division criteria for supervisory and managerial positions that must be part of every position description or PEAR. These criteria should emphasize people management skills and responsibilities. Workloads must allow supervisory duties to be done effectively.

Director

January 1991

Action: Set a workable and doable standard for effectively evaluating supervisory and managerial positions on the basis of people management skills (supervisors and managers are paid for what their employees do).

Director

January 1991

Action: Evaluate and develop a structured process for employees to evaluate their supervisors.

Director  
Employee Development Specialist

January 1992

Strategy 2: Encourage and facilitate continuing managerial training.

Action: Develop or contract out managerial training courses beyond the standard DOER classes and offer on a specified and reoccurring schedule. Encourage managers to attend. (Example course: Management problems of the technical person in a leadership role - Fred Pryor Seminars). Create managerial training work units (time).

Director January 1991  
Employee Development Specialist

Action: Offer management training at the annual Section Schools or at the Supervisors Quarterly Meeting.

Director, Chiefs January 1991

Action: Offer managerial training to non-managers as a training option.

Director July 1991

Action: Establish a supervisory/managerial reference library available to central office and outstate employees. Create recommended reading list.

Director, DNR Librarian January 1991

Strategy 3: Develop a supervisor/manager screening process for promotional opportunities.

Action: Develop and implement a supervisor screening program that evaluates managerial training and innate supervisory skills (patterned after the 3M program).

Director July 1991  
Employee Development Specialist

Action: Develop and implement a policy for use of the supervisory screening information and/or supervisory and managerial examination for constructing supervisory/managerial eligible lists.

Director July 1991

Action: Develop and implement a policy that requires appropriate weighing of supervisory/managerial experience and training during the interview process for supervisory/managerial positions.

Director

July 1991

Strategy 4: Establish a Division leadership style as a model for supervisors and managers.

Action: Have the Director issue a written statement of the preferred leadership and managerial style or norm for the Division.

Director

July 1990

Action: Evaluate supervisors/managers on the basis of the preferred Divisional leadership style by requiring it to be in their PEAR.

Director, Chiefs

July 1991

Strategy 5. Develop a non-managerial career tract.

Action: See Compensation Strategy 1 and Career Development and Promotion Strategy 3.

## CHAPTER V

The First 90% of a Task Takes 90% of the Time Available, the Last 10% Takes the Other 90%.

-90/90 Rule of Project Schedules

I Can Do That! I Can Do That! How Am I Going to Do That?

-TV Commercial

Nothing is Impossible for the Man who Doesn't have to do it Himself.

-Weiler's Law

### WORKLOAD

#### 5.1 - Introduction

The business of fish and wildlife management is complex and is getting more complex each year. A common theme running through our Division is that there is more to do than there is time to do it. This fact has been recognized in various administrative reports and in the Division's perennial requests for more positions. It is punctuated this year by a landslide request for 40 positions.

Excessive workloads disrupt communications, short-circuit decision-making, and create negative outlooks. They are a prime dissatisfier to the individual employee of the Division. It has almost become a standard joke at the social level of the office. Ask almost any employee how they are doing and you may get a reply such as; "I can't see the light at the end of the tunnel", "Another deadline slipped by", or "There's so much to do I don't know which end is up". Excessive workloads have been recognized in the themes of speakers for training sessions such as "Communication in a hurried work environment" (1988 Fisheries Training Session). Many of the other common problems identified for the Division and Department, including communication breakdown and lack of public responsiveness, have their roots embedded in excessive workloads. The bottom line is that if the workloads are excessive, then some work will go undone. Employee morale is likely to be severely impacted and highly committed employees are likely to burn out in the effort. The use of work units in operational planning will help us document how time is used and they can be a tool to help the Division set priorities.

How did the Division get in this position? Many factors have kept the Division from protecting its employees from excessive workloads. For example, there is a history of assigning programs to the DNR and the Division without complement positions to manage and run the programs. The attitude appears to be that DNR employees have extra time on their hands and new programs can be delegated to the existing employee complement. In many regards, we have also been our own worst enemy. We have accepted these assignments with little or ineffective opposition or prioritization. We have leaned on the high degree of commitment prevalent in our employees, and asked them to go the extra mile. In many cases they have done the work, "donating" many hours and energy. This has led to the false expectation that we did have extra time on our hands, fueling more

assignments without personnel. In many cases we are now asking for personnel to reinstate programs that we prioritized out of existence because of new programs and excessive workloads (e.g., Wildlife Lake Surveys).

Even though we are hourly employees, laborer to Commissioner, we have come to view ourselves as salaried, and that we get paid to get the job done. We have managers whose leadership style feeds on the commitment of their employees. When a position is designed to take 40 hours per week to do and it routinely takes more, then something is wrong. Simple math dictates that an employee getting paid \$10 per hour for a 40-hour week is only making \$8 per hour if they work 50 hours. When a manager takes pride in the fact that their employees work excessive amounts of unpaid overtime, or expect it, or condemn those who will not do it as a matter of routine, then something is wrong. Excessive overtime without compensation is a sign of poor management and can only lead to employee dissatisfaction and poor morale.

Finally, the Division has a history of not recognizing the time commitment required to perform "extracurricular" assignments. That is, assignments are made to committees and task forces outside of the normal job requirements with no provision for what must be sacrificed in the normal routine. In essence, we have made the same assumption as the legislature. We have passed on work without personnel or without negotiating priorities of what the new work will replace in the routine job commitment. This leaves the employee trying to do it all. Many times assignments are made to the best or most committed employees, whose schedule is already full, since they have a record of getting it done. Many times this created a disincentive to our best employees and rewards those who may have the time. It also sets the good employee up for failure (breaking point) and eventually burnout.

As alluded to earlier, the workload issue impacts communication, decision making, reward systems, administrative duties, personal outlook, management skills, compensation, and how employees relate to overall rapid change. To a lesser extent, it is related to the career development/promotion issue. Excessive workloads should be considered a dissatisfier among employees rather than a motivator or non-motivator (Herzberg). That is, less excessive or normal workloads may not motivate employees but they are likely to be less dissatisfied.

## 5.2 - Problem Statement: Excessive Workloads Cause Poor Employee Morale

### 5.3 - Examples:

- 1) Two Environmental Review Specialists are responsible for coordinating Divisional comments and meeting deadlines for more than 1,000 documents per year.
- 2) The Division request for 40 plus positions for the FY 90-91 biennium to keep up with work demands.
- 3) Two full-time secretaries to cover 35 positions in Ecological Services.



5.4 Strategy 1: Establish uniform, Division-wide work priorities.

Action: Use the work unit process to establish doable, workloads with priorities.

Director, Chiefs, Managers, July 1990  
Supervisors, Planning Unit

Action: Develop and implement a Division policy concerning prioritization of work time for assigned "extra-curricular" activities (committees, task forces, etc.) allowing for other job duties to be suspended until assigned new task can be completed.

Director July 1990

Action: Allow employees to "just say no" to excess work.

Director, Chiefs, Supervisors Immediately

Strategy 2: Do not accept additional programs without positions.

Action: Establish a Division and Department policy of never accepting new programs without adequate funding for new staffing to meet the program needs.

Director, Commissioner Immediately

Strategy 3: Train employees in time and workload management.

Action: Develop or contract programs specifically designed to meet Division employee time management needs and encourage the use of existing DOER time management training.

Employee Development Specialist January 1991

Strategy 4: Identify and state, in writing, Division workload expectations.

Action: Conduct a workload analysis of all Division positions, evaluate staffing needs, and report by FY 92.

Director January 1992

Action: Develop a uniform standard of performance based on feasible workloads for a 40-hour week and enforce this standard.

Director, Chiefs

July 1990

Action: Enforce the uniform use of bargaining unit provisions for overtime compensation.

Director, Chiefs

Immediately

Action: Establish a policy that discourages the "donation" of overtime hours to meet excessive workload assignment.

Director, All Supervisors

July 1990

(Also see Issue G of the Division's Strategic Plan, Strategy 2)

## CHAPTER VI

"What am I signing Radar?" "You're signing a form to authorize the form that you signed yesterday, Sir." "OH!"

-MASH 4077

"A Desk is a Dangerous Place from which to View the World"

-John LeCarre'

### ADMINISTRATIVE DUTIES

#### 6.1 - Introduction

The standard public image and joke concerning a civil service job is that it is awash in paperwork and forms. To a certain extent this is true. When an agency is entrusted with the public's money for public works, it will be held accountable, and accountability can easily translate to forms and procedures. Additionally, governments are usually huge and diverse bureaucracies that gravitate towards communication by forms. Not surprisingly, in a hurried work environment with excessive workloads and short deadlines, administrative procedures and forms can take low priority with many employees. This is particularly true with employees in traditionally non-administrative positions. While some forms are needed, most employees agree that many forms and procedures are outdated and duplicative. When an employee understands the need for a form or procedure in conducting his job or in meeting the mission of the Division or Agency, then it is usually not an issue (i.e. timesheets and lake management plans). Conversely, when the need for a form or policy is not known or understood then it becomes an issue. When the complexity or volume of forms and procedures interferes with the perceived primary tasks and responsibilities of an employee, then it becomes an issue. Employees perceive that an imbalance exists between their primary duties and administrative procedures. Some employees resist taking on administrative duties as they are promoted to supervisory and managerial positions. The transition from a technical to a managerial position is a classic issue recognized in both the private and public sector and may be a major underlying cause of the "Peter Principle". The Division and its managers have an obligation to clearly define the administrative duties of its employees, to streamline the administrative process, and explain why a form or policy is needed in carrying out the Division's or Department's mission.

A second facet of administrative duties is administrative support. Just as the business of fish and wildlife management has become more complex and workloads have increased, the amount and complexity of administrative work has increased. The Division's central office administrative staff has grown in response to this demand and yet administrative focus has tended to become decentralized concurrent with work unit planning and budgeting at the area level. In general, employees agree that budgetary and associated administrative duties should be delegated to their lowest feasible level (area, unit, etc.). Such duties become an issue when they are delegated without support. The Division

must recognize that time allocated for such duties must be prioritized or balanced with other obligations. This becomes an issue when the employees perceive that while they are given more administrative obligations they are not given the support (staff/time). While the central office administrative staff is expanding, they are perceivably given less administrative duty (cost coding delegated to individuals). Many employees question what support the administrative unit provides and how those duties have changed with cost accounting. Employees perceive that the administrative unit is not functioning as a support unit as it should, but rather that it is determining policy, setting guidelines, etc. The Division's "turn around" time in paying bills, expense reimbursements has not gotten better, and possibly worse, in recent years. Employees report that it has taken up to 6 to 8 weeks to get reimbursed for expenses in the recent past. Once again, this sends the employee a signal that they do not count as much as the other business at hand and it may actually cost them in interest on credit card accounts, etc. Finally, many employees have expressed confusion on how money is moved between accounts to maintain balances. Some employees have the perception that accounts are kept confusing to maintain a centralized budgeting authority. That is, the only personnel able to handle the accounting are in the administrative unit because "they" handle it in a way that no one else understands. The Division has an obligation to give employees time to conduct administrative procedures, to explain the administrative/accounting process, to define administrative roles, and to prioritize employee needs in the administration of funds.

A third facet of administrative duties is consistency. Employees perceive that policies and duties are not administered in a consistent manner between regions, between the central office and regions, and between sections. For example, the Wildlife Section has stated a general policy of not allowing comp-time accrual and yet many regions and areas, as well as the other sections, do allow accrual per the appropriate contract. Many procedures appear to be more easily done at the regional level than at the central office level. The Division has an obligation to make administrative policy and procedure consistent between regions and the central office and between sections.

6.2 - Problem Statement: Administrative Duties and Lack of Administrative Support are Causing Poor Morale.

6.3 - Examples:

- 1) There are 480 different kinds of forms listed in the DNR Forms Listing brochure, including form 174-02 Request for DNR Forms.
- 2) The administrative duties of Division employees are generally poorly defined.
- 3) Most employees have never seen a working organizational chart of the Division that shows or defines the relationship of the Administrative Unit to the rest of the Division and its line authority.
- 4) Some field stations have no clerical support; others are understaffed.

6.4 Strategy 1: Eliminate outdated and redundant forms and procedures.

Action: Evaluate the use of forms at the Division level and effectively recommend the elimination or consolidation of forms wherever feasible through the DNR Forms Committee.

Director

January 1991

Strategy 2: Establish the need for forms and effectively communicate need to the employees.

Action: Train employees on the need and proper use of all forms showing how the form is essential for doing business (time sheet is current example of where employees are receiving training).

Administrative Unit

July 1990

Action: Develop a guide or "wiring diagram" for the use and tracking of forms that must be filled out by employees.

Administrative Unit

January 1991

Strategy 3: Consistently apply the use of required forms and procedures across the Division.

Action: Evaluate the use of forms and procedures in the Division and issue a guidance manual for uniform implementation.

Administrative Unit

January 1991

Strategy 4: Clearly define and develop administrative/clerical support.

Action: Evaluate the need for clerical support at all stations and rectify inadequacies.

Director

July 1991

Action: Clearly define and communicate the administrative support services to be provided by the Administrative Unit, and those that must be handled by the employee.

Director, Administrative Unit

January 1991

Action: Include the scope of administrative duties in all position descriptions in a consistent and uniform manner, and make sure that supervisors clearly communicate the scope of administrative duties to employees.

Director, Chiefs, Managers,  
Supervisors

Immediately

Strategy 5: Make time for administrative duties.

Action: Establish clearly defined work units for administrative procedures at its lowest feasible level (don't use as a catch all for non-structured time), i.e., administrative work units for each federal aid study, etc.

Chiefs

July 1990

Action: Establish realistic estimates for administrative time in work units.

Chiefs

July 1990

## CHAPTER VII

"Another Day Another Dollar"

-Anon.

"Money Isn't Everything, but It Must be a Close Second"

-Anon.

"Money Makes the World go 'Round"

-Cabaret

### COMPENSATION

#### 7.1 - Introduction

It is generally a well known fact that careers in the fisheries and wildlife fields are highly sought after by numerous applicants. Because of this and other factors, salary levels for jobs in these fields have traditionally remained low in comparison to other technical and professional work (employer's market).

Most candidates entering these occupations did not expect to make large salaries, but did expect a respectable salary commensurate with job duties, experience, education and responsibilities. Following the Hay Study for the specialist classification, the majority of specialist positions were moved up on the salary scale to a more respectable level, although still at the lowest level for a professional series in MAPE.

It is probably safe to say that all employees would like higher wages. However, salary levels are not the issue as much as inequities in compensation. Seven compensation problems have been identified as relating to the issue of morale within the Division. These are as follows:

1. MAPE/MMA INEQUITY -- All Area Fisheries Managers are in the MMA union, but Area Wildlife Managers are divided between MAPE and MMA. This split has created dissention among the wildlife managers who perceive some jobs as comparable but receiving different compensation.
2. 90% vs. FULL-TIME -- Many positions, especially in Wildlife, are not full-time complement positions but 90% part-time. These employees often are expected to perform their jobs at the same level (and with the same dedication) as a full-time employee but they earn less salary, have less job security, and have less (or no) opportunity to earn comp-time/overtime. In Wildlife, there are only 4 full-time technicians out of 38 positions (i.e., 89% are 90% time or less). For comparison, in Fisheries and Forestry, 77% and 89%, respectively, of the technicians are full-time.

3. OVERTIME/COMP-TIME -- Budget limitations and different interpretations of the overtime/comp-time policy by supervisors have resulted in unequal compensation among employees. Problems resulting include many donated hours (uncompensated), time taken off while employee claims to be at work, confusion, frustration, and job burn-out. In a September 9, 1987, memo from Director Shannon to all fish and wildlife employees it is stated "In the subject audit it was noted that 'The Fish and Wildlife Division is not properly recording compensatory time earned and taken by its employees.' and that '...compensatory time earned and taken has not been consistently or uniformly recorded on employee biweekly time reports...'".
4. HAY STUDY -- There are still bad feelings regarding the recent Hay Study by some employees. These employees feel that their positions were not properly evaluated.
5. SALARY LEVEL STILL LOW -- In general, salary levels remain low across the board. Even after the upgrading of the specialist series by the Hay Study, this professional series is still on the low end of the MAPE series scales (i.e., there are no MAPE classification series that are lower although there are others as low.) The same can be said of the technical series without benefit of a Hay review. Because of the relatively low pay scale, it becomes difficult to develop a technician career ladder that includes additional salary levels.
6. CENTRAL OFFICE/OUTSTATE PAY DIFFERENTIAL -- Recent independent studies have shown that it cost 11% more to live in the Twin Cities versus outstate locations. Housing costs are as much as 20% greater. This differential is acknowledged in teachers salaries, but not other State employees. This makes it difficult to attract and maintain highly qualified employees in the central office.
7. EQUAL PAY FOR EQUAL RESPONSIBILITY -- Because various positions have been evaluated in disjunct studies, compensation level inequities exist. For example: Central Office Program Coordinators were recently reallocated to the 14I MAPE. Meanwhile, Ecological Services employees with statewide program scope for fish and wildlife remain at 10I MAPE.

In general, the perception from employees is that top management doesn't care and isn't willing to "fight" for the employee on compensation issues. The Wildlife Management Institute's Study discussed this problem in its 1983 report (pp. 37-38). The report states that the Division's "...perceived disregard for employee's welfare in (the area of job classification review and salaries) contributes significantly to staff unrest."

7.2 - Problem Statement: There are problems with compensation, primarily with inequity, that lead to poor morale.

7.3 - Examples:

- 1) Some wildlife managers earn more than others because they are in MMA rather than MAPE.
- 2) Some employees can claim comp-time and others cannot.



- 3) Too many 90% and part-time positions in wildlife -- more than in other disciplines.
- 4) Natural Resource Specialists and Technicians paid less than other state service professionals with comparable responsibilities, education, and experience.
- 5) Some employees still feel that their position was not properly evaluated in the Hay Study.

#### 7.4 Strategy 1: Rectify the MAPE/MMA Inequity

Action: Make it clear (in writing) what top management has done and what it intends to do regarding this issue and why.

Director

June 1990

Action: Evaluate all senior specialist positions on a one-by-one basis for transfer to MMA and have top management support these changes. (Note: If a position has changed and it now has less supervisory duties, it should be moved back to MAPE--but make the rules, i.e., qualifications, clearly known.)

Commissioner/Director/  
Section Chiefs

June 1990

Action: Create technical career tracks within MAPE to allow progression within a non-managerial position, i.e., expand MAPE lines.

Director

June 1991

Action: Develop a Division policy for more frequent review of staff responsibilities to ensure they are consistent with grade level and bargaining unit.

Director/Supervisors

Ongoing, as needed

#### Strategy 2: Convert as many 90% positions to full-time as possible.

Action: Prioritize a list of 90% positions with the intent of converting these positions to full-time. Also, indicate which positions will remain at 90% and why.

Director/Chiefs/Section Managers

June 1990

Strategy 3: Make comp-time accrual available to all employees that must work extra hours.

Action: Develop a clear and understandable policy for overtime/comp-time that will be consistent for all Regions and St. Paul Staff. Enforce the policy and the contract. Extra hours should not be expected without appropriate compensation.

Director

June 1990

Action: Do not allow people to project work that will require uncompensated hours.

Supervisors/Chiefs

June 1990

Strategy 4: Resolve disputed Hay Study Results

Action: Request that DOER take another look at any positions that are still in dispute and that employees feel were not evaluated.

Director/DOER

June 1990

Strategy 5: Make the entire compensation grid fair and equitable.

Action: Develop Department policy on compensation for employees transferring to stations with higher cost-of-living.

Director

January 1991

Action: Set a Division standard of support and advocacy for salary upgrades for employees and work with DOER and the unions in order to accomplish this.

Director/DOER

Immediately

Action: Request a Hay Study of clericals, technicians, and laborers.

Director

January 1991

Action: Review existing compensation inequities for similar positions within and between sections for the entire Division.

Director

January 1991

(Also see Issue G of the Division's Strategic Plan, Strategy 1)

## CHAPTER VIII

We now mass produce information the way we used to mass produce cars;  
Running out is not a problem, but drowning in it is.

-John Naisbitt, Megatrends

The Hurrieder I Go, the Behinder I Get

-Anon.

"If you are using yesterday's knowledge, ideas and methods in today's marketplace, you may not be here tomorrow"

-Philip Forrest

## OVERALL RAPID CHANGE

### 8.1 - Introduction

We live not only in the age of information, but in the age of exponentially expanding information. With the aid of ever more powerful computers and communication systems, we are gathering, storing, crunching and trying to assimilate more information than it is seemingly possible to comprehend. The challenge is to find ways to make practical use of this mass of information. Some analysts compare it to trying to drink water from a fire hose. Approximately 1,000 new books are published every day throughout the world and the sum of printed information doubles every eight years (Peter Large, The Micro Revolution Revisited). There are 11,500 magazines available in the U.S. alone, with most of them devoted to narrow specialties. There are 10 times that many published around the world. The average TV consumer has 22 channels to choose from and some locations can receive more than 100 channels (American Demographics Magazine). This information glut has not only changed the way we do business, but also the way we handle our individual lives.

A short historical sketch illustrates the nature of the information expansion. A weekday edition of the New York Times contains more information than the average person was likely to come across in a lifetime in 17th Century England (Richard Saul Wurman, Information Anxiety). It was less than 8 years ago that IBM delivered its first desktop personal computer. Today there are 40 million personal computers in U.S. homes and businesses, up from 10 million only 5 years ago. We are now dependent on the personal computer for information storage and, more importantly, information management.

It is important that the individual feels as though they are staying abreast of the current thinking and techniques of their chosen field. It is also important for the organization to stay up to date through its employees. Trying to keep up with the glut of information while also trying to stay on top of an excessive workload can be demoralizing. This is an important issue for employees of the Division of Fish and Wildlife. Their morale can be affected not only by how they are keeping abreast of

their peers, but also by the perceptions of the public. An example is the increasing sophistication of the angling public. Through magazines, TV shows and electronic equipment, anglers are now becoming more akin to limnologists and aquatic biologists.

Excessive workloads force the employee to prioritize towards what they perceive as the most important elements of their job. Usually this is done without supervisory guidance. However, even with guidance this most often translates to an emphasis on results oriented tasks (i.e. reports, typing, etc.) and the business of staying current is usually relegated to personal time if done at all.

Personal free time or leisure time has also decreased dramatically. In this era of two career couples, most of the household tasks are left until the weekend or after work. Recent studies indicate that career couples are spending as much time working on weekends as they do at their regular jobs leaving less time for things such as reading to keep up.

The stress that this puts on employees has recently been described as "informational anxiety". Typical symptoms include: "Chinese-Dinner memory dysfunction" (Total memory loss one hour after learning something), disorganization, depression, decision-making difficulties, and feelings of dependency (you fantasize about being rescued by winning the lottery, for instance) (Georgia Witkin, "Quick Fixes, Small Comforts"). It can also be manifested in a chronic fear that we are about to be overwhelmed by the very material we need to master in order to function in this world.

The key to recovering from information overload is to limit the data to which you subject yourself. The best way to do this is perhaps to plan a personal "information diet". In other words prioritize with a plan. The Division should play an active role in helping the employee to prioritize by asking: 1) What does the employee need to know in order to do his job?; 2) What subjects pique the employee's interest?; and 3) What does the employee spend time on that isn't really necessary? It is imperative that the employee be involved in this decision-making process. Once the employee and the organization admit that it is impossible to know everything, they will feel more comfortable with the idea of not knowing something.

A final key to handling information overload is time. The Division must allot enough time for the employee to filter out that information which is important to them and their jobs and also enough time to assimilate it. This aspect cannot be left to chance.

A second aspect of overall rapid change is the changing nature of the jobs themselves. We may finally be coming to the realization of the automation fears of the 1950's and 60's. Although this seems less obvious to an employee of the Division than say a factory assembly line worker, you would need to go no further than the previous example of computerization to illustrate the point. It is estimated that fully 75% of America's workforce will have to be retrained by the year 2000 because of changes in the way we will do our jobs and the changing market emphasis.

The Division must be ready to meet these needs through a strong training/retraining program. Until recently, the Division had not traditionally emphasized training for continued career development. That is, training to help the employee be more effective in their current

position. With the institution of a training budget, training work units, and the hiring of a Training and Employee Development Coordinator, the Division has recognized the need for employees to adapt to changes in the way we do business. However, this program is still in its fledgling stages and it has a long way to go to reach its full potential. Time and continuing workloads may ultimately control the outcome of this program. Employees must have the time and incentive to remain on top of their jobs in this changing work environment.

The issue of overall rapid change is most closely related to the issues of communication, decision making, supervision, administrative duties, workloads and career development, but is, in essence, related to all of the issues identified in this report.

8.2 - Problem Statement: The inability of employees to keep up with job information needs and changing job requirements due to time and workload constraints is causing poor morale.

8.3 - Examples:

- 1) There are no specific work units for information assimilation.
- 2) There has been no plan in the computerization of the Division. Each Section (and in some cases each unit) has handled it differently and with a different emphasis.
- 3) A positive example is the recent change in the Fisheries Training Session to concurrent presentations devoted to helping the employee cope (i.e., Communication in Fisheries Management 1988, the Changing Face of Fisheries Management 1989).

8.4 Strategy 1: Organize important technical and career information for employees.

Action: Investigate the hire or designation of a Technical Information Specialist (Fish and Wildlife).

Director

July 1990

Action: Reinstitute the publication of "The Latest Word" (John Moyle's original publication), dedicated to the dissemination of technical information, through the Technical Information Specialist.

Director

October 1990

Action: Develop a Division-wide electronic bulletin board and train people to use it.

Director

January 1991

Action: Develop Section annual training sessions to meet specific employee training needs (Fisheries model)

Section Chiefs

July 1990

Strategy 2: Prioritize employee's duties to include time for information assimilation.

Action: Develop work units for information gathering, literature research, and technical presentations.

Section Chiefs

July 1990

Action: Encourage a dialog between supervisor and employee to include identification of specific employee information needs and interests.

Director, Chiefs

July 1990

Action: Allot time and money to send each employee to a symposium, technical seminar or professional meeting agreed to by the employee and their supervisor.

Director, Section Chiefs

January 1991

Action: Encourage team building, to share information, through the Employee Assistance Program.

Director

July 1990

Action: Encourage training in time management.

Director, Section Chiefs

Immediately

Strategy 3: Reduce workloads to create "non-results" oriented work time.

Action: Refuse programs without personnel to run them.

Director

Immediately

Action: Hire additional personnel to alleviate current workload problems and not to create new programs.

Director, Section Chiefs

July 1990

## CHAPTER IX

"There is no one education, no one skill, that lasts a lifetime now"

-John Naisbitt/Patricia Aburdene  
Re-inventing the Corporation

CAREER DEVELOPMENT AND PROMOTION9.1 - Introduction

This is perhaps the most important issue for the employees of the Division of Fish and Wildlife. The opportunity for employee development and promotion is, after all, the essence of their careers. The reasons that it is an issue are many and varied. What follows is a discussion of some of the more important facets of the issue for the Division.

Once employees understand the organizational structure of the Division or Department, they understand the limited number of opportunities for promotion. There is essentially one career track - to and through management. In short, the pyramid is packed. For example, there are approximately 160 Fisheries Technicians, Fisheries Specialists, and Fisheries Specialists/Biologists Intermediates that may have their career goal set on any of 27 Area Fisheries Manager positions and eventually, 6 Regional Manager positions. Couple this with the fact that our workforce is generally young, with few openings likely through retirement, and that the Division is seeking 40 new entry level positions and it is not difficult to understand how the picture for employee self-actualization is bleak. The majority of our workforce is highly trained and motivated. They enter employment with the idea of developing a career. With current employment conditions, career development through organizational structure alone is a morale problem. It becomes an even greater problem when it is exasperated by other factors.

The road to promotion in the Division of Fish and Wildlife is paved with many obstacles. The career ladder to management spans 4 bargaining units. Some positions, performing the same basic duties (Area Managers), are divided between two different bargaining units with no ability to lateral between units. The Technicians career path is completely cut off from the professional series due to bargaining unit differentials. The career path for the clerical staff is equally as bleak and routinely ignored in staff studies (Hay and Career Path Pilot). These barriers have been established in only the last ten years with the bargaining unit split in the late 1970's. Prior to that time, all employees were represented by AFSCME. This fact is still memorable to many employees now trying to get into Middle Management and the Specialist series. The Division must find ways of overcoming the career development obstacles created by bargaining units.

Another impediment to promotion has been Civil Service classification specialization. A number of positions have been given unique class options such as Research Scientist-Acid Rain or Aquatic Biologist Ecological versus Aquatic Biologist Fisheries. These specializations serve to cut off career paths by not allowing direct lateral transfers. The Division also supports several classifications, such as Chemist, for



which there is no direct career path except to outside the organization. The Division must seek options to the barriers created by unique class options.

A third, and related, impediment to promotion and mobility is the increasingly more common practice of treating traditional promotional career openings as open competitive. That is, making current employees compete with other candidates at a national level for positions which in the past would have been filled within through promotion. While many employees would agree that it is important to get "fresh blood" into the system, the administration must also understand that this narrows an already inadequate field of opportunity and greatly affects employee morale. Additionally, national talent searches invite highly qualified and even over-qualified applicants. While the hire of these employees looks good initially, they are likely to become frustrated quickly due to reduced opportunities for advancement. The need to bring new people into the organization at that level may be testament to the Division's inadequacy in properly training its employees as discussed under Overall Rapid Change. The Division must develop a promotion policy that is equitable and fair to its experienced workforce and the people it hires.

A fourth impediment to promotion is compensation. While discussed in the chapter on Compensation, it is worthy of note here. In some cases, employees cannot accept lateral moves or even promotions because of the personal costs involved. These costs range from moving to an area with a higher cost of living with no increase in pay to having to pay moving expenses in a lateral move. One of the greatest burdens has been trying to sell houses in depressed outstate economies. In some cases, employees have had to wait years and sell their property at a loss to make a move. Other costs include the loss of a second income in a two-career family and realtor costs in securing a new home. If a lateral or promotion is in the best interest of the Division, as it must be assumed, and if the Division is unwilling to compensate the employee for the move, then the Division is not only affecting morale through lack of support, but also its own best interests. This is also evident in central office positions. It is well documented that it costs at least 11 percent more to live in the Twin Cities metro area than it does outstate. This is primarily due to the cost of housing and taxes, things beyond the control of the employee. Couple this with the stigma of living in a more crowded environment (this is a negative element for most people who have sought careers in fisheries and wildlife), and it is clear why the Division has difficulty attracting some of its most experienced people to St. Paul. The differential between outstate and Twin Cities positions is recognized and compensated for in the teaching profession. The Division and Department must explore options in this area for its employees.

In the past two years the Division has made some movement towards employee career development. In general, the employees have viewed these efforts as positive. However, progress has been slow and many employees are skeptical about the long range benefits of these programs.

The development of a training budget, training work units, the hire of a Division Employee Development Specialist, and the formation of a Division training committee have been positive initiatives. The overall training program has gone through a series of fits and starts and appears to suffer from a lack of guidance and planning. The initial efforts to utilize the allotted training funds have suffered for lack of a solid training plan and goals. Rather than placing the emphasis on spending the

money, as has been the case, the Division should first insure that it has a workable, long-range and then operational plan for employee development through training. The Personnel Issues Task Force recommends that training budget decisions be relegated to their lowest feasible level (See the Chapter on Decision Making) which, in most cases, should be the region. This would ensure a more equitable distribution of the funds and force managers to see that training gets priority. The Employee Development Specialist should continue to monitor how and if the allocated budgets were used and facilitate training needs as required. Planning will hopefully be the task of the training committee.

A second career development initiative has been the Career Path Pilot Study. However, as this study develops, it is becoming more evident that it will not directly address the employees' needs for career pathing and suffers from many of the obstacles mentioned above. The Career Path Pilot, as it now stands, will not identify actual career paths per se, but rather skills, knowledges, and abilities required for laterals or promotion into or out of a discrete position. While the study is a good starting point, in that it will present the status quo, it will identify and suffer from traditional bias (i.e., emphasizing technical skills in a top manager when people management skills should be paramount, thus disallowing crossover from fisheries to wildlife management or visa versa). The Division must look forward to establishing clear career paths and career path counseling for its employees.

A closely related subject is training for career enhancement. Clearly, the Career Path Pilot will identify new skills, knowledges and abilities required for promotion. Some of these will be attained through experience. Others will require specific training. Traditionally, the state has not allowed training for career enhancement (only for skill enhancement in a current position). This barrier must be overcome if training is to mesh with the Career Path Pilot Study findings. The Division has taken minimum steps to enhance experience through mobility assignments and temporary appointments out-of-class. This effort needs to be planned and greatly expanded if it is to be meaningful. Mobility assignments should be sought across Sections and possibly Divisions.

Finally, training for career development must not only be fair and equitable, it must also be effective (as judged by some measure of evaluation) and be targeted to the right employees. This is even more important when the Division has limited training funds and employee time. The positions most likely to require the most training over the next decade or more include clerical staff, technicians and entry level positions. This will be true for two basic reasons: 1) It is the skills needed for these positions that will most likely change before the year 2000 (See Chapter VIII, Overall Rapid Change), and 2) It is these positions which will need the most training for career enhancement, promotion, and career enrichment. To date, the Division has not taken heed of these needs. For example, secretaries and technicians in the Section of Fisheries, as discrete groups, rotate in their attendance at the Annual Fisheries Training Session. If the sessions are technical in nature and/or deal with broad topics such as communication skills, as has been the case, then it could be argued that this training is most appropriate for these employees. The Division must find ways to get all of its employees to such training. The current situation discounts both the technicians and the clerical staff and has a negative impact on their morale.

It will be impossible for the Division to create more top management positions to meet the self-actualization needs of its employees. The Division must then explore new options to meet these needs and maintain employee morale. The first, and preferred, option would be to create a technical career track separate from that of the management career track. This would alleviate several problems including forcing technical people into a management career (see the Chapter on Management/Supervisory Skills) and open new avenues for promotion. The 3M Company's dual career track plan could be studied as a model for this action. Another option would be to increase the number of classifications within a series (Specialist to Specialist Senior) to a 6 or 7 step series (Specialist 1 to Specialist 5). There is already precedent for this option in the State system with such positions as Revenue Auditor 1-5 (4I - 14I) and NR Park Supervisor 1-5 (8G - 17I). In the same vein, the Division must evaluate and consider implementation of the Technicians Career Path Study. Technicians are currently confused and concerned that the Division (specifically the Section of Fisheries) is taking just the opposite action in eliminating technician positions by converting them to the Specialist series. The Division must concurrently explore the possibilities for "in place" job enrichment. This could include but are not limited to: 1) increased mobility assignments and mentoring at the option of the employee, 2) a supervisor/employee negotiation of work that interests the employee, 3) the assignment of a certain portion of an employee's time to be spent on a special project of their choosing, or 4) allowing the employee to attend a conference of their choosing. The Division must explore these and other options in the best interest of its workforce.

The issue of career development and promotion is essentially related to all of the other issues examined in this report. However, it is probably most closely linked to personal outlook/lifestyle, compensation, reward systems, and overall rapid change.

#### 9.2 - Problem Statement: Inadequate Opportunities for Employee Career

Development and Promotion Leads to Poor Morale.

#### 9.3 - Examples:

- 1) There are approximately 6 technical and entry level positions to every area manager position, and 26 technical and entry level positions to every regional manager position.
- 2) The average age of our workforce is approximately 30.
- 3) We are hiring entry level employees several times faster than we can promote them.

#### 9.4 Strategy 1: Explore options to overcoming current obstacles to career development.

Action: Evaluate and pursue options for placing all like classifications in the same bargaining unit to facilitate lateral movement by July 1992 (See Compensation Strategy 1).

Action: Review, evaluate, and develop a Division policy concerning unique class options as a barrier to lateral transfer or promotion.

Director

January 1991

Action: Review, evaluate, and develop a Division policy concerning the conversion of traditionally promotional positions to open competitive.

Director

January 1991

Action: Review, evaluate, and develop a Division Policy recommendation to the Commissioner for compensation of employees based on an index of the cost of living. (See Compensation Strategy 5).

Director

January 1991

Strategy 2: Improve training opportunities for the future.

Action: Develop and adopt a long-range process (plan) for training and development to be implemented in FY 92.

Training Committee, Employee  
Development Specialist, Director

January 1991

Action: Develop and adopt an operational plan for training and development, using the work unit process, to be implemented in FY 92.

Employee Development Specialist,  
Director

January 1991

Action: Develop and adopt uniform Division management guidelines for training, including delegation of training budget authority to its lowest feasible level (Region) by FY 92.

Employee Development Specialist,  
Director

January 1991

Action: Maintain and increase the training budget as needed.

Director

Immediately

Action: Develop an equitable policy for employee attendance at annual training sessions.

Section Chiefs, Director

January 1991

Strategy 3: Increase opportunities for promotion.

Action: Investigate and recommend a dual career tract plan for the Division for FY 92. (See Compensation Strategy 1).

Director

January 1991

Action: Investigate and recommend a plan to increase the number of classifications within a series for FY 92. (See Compensation Strategy 1).

Director

January 1991

Action: Review, adopt, and implement the technicians Career Path Study by FY 92.

Director

January 1991

Strategy 4: Increase opportunities for "in place" job enrichment to offset lack of promotional opportunities.

Action: Develop, adopt and implement a Division policy and plan for optional, mobility assignments by FY 92.

Employee Development Specialist,  
Director

January 1991

Action: Develop, adopt and implement a Division policy and plan for a mentoring program by FY 92.

Employee Development Specialist,  
Director

January 1991

Action: Develop, adopt and implement a policy concerning structured time for employee initiated projects or research by FY 92.

Director

January 1991

Action: Develop, adopt and implement a policy allowing employees to attend an annual conference of their choice.

Director

January 1991

Strategy 5: Provide career development counseling for Division employees.

Action: Encourage supervisor/employee use of training forms and annual training review.

Director

Immediately

Action: Utilize the Career Path Pilot Study findings to develop clear employee career paths.

Employee Development Specialist,  
Director

When Available

Action: Develop and implement Division career development workshops for FY 92.

Employee Development Specialist

January 1991

Action: Encourage the use of the State Employee Assistance Program.

Director, Supervisors

Immediately

(Also see Issue G of the Division's Strategic Plan, Strategy 3 and 4)

## CHAPTER X

"Keep up the good work, whatever it is, whoever you are."

-The New Yorker Magazine 1988  
Stevenson

REWARDS AND RECOGNITION10.1 - Introduction

It's important to keep in mind the difference between compensation and rewards. A paycheck is not a reward, it is compensation for just doing the job. A reward is for a special accomplishment, above and beyond the call of duty. A reward lets the employee know that the extra effort is noticed and appreciated. A reward lets other employees know what type of work will be recognized as outstanding, and gives them something to shoot for. Whether you call it reward or award, it is the supervisor's way to let the employee know that the job was done in an exceptional way.

It used to be that the common form of reward was promotion. In these days of packed hierarchies it has become more and more difficult to reward an excellent employee with a promotion. Openings for top positions are infrequent and often even the best employees can be in the same position or at the same level for many years, even decades. It's crucial for morale to be able to reward and recognize employees that go the extra mile for the organization.

At present, the Division of Fish and Wildlife has two programs to recognize work accomplishments that are "above and beyond." The achievement award and length of service award are the only awards given out on a regular basis. One of the major problems with the achievement awards is that they are essentially a "secret award". No one (besides the recipient, regional manager and selected St. Paul staff) knows who gets the awards or why. There does not appear to be any clear, consistently applied criteria for receiving an achievement award so those who don't get one are frustrated. Another problem is that members of AFSCME are not eligible for these awards.

The length of service awards also have problems. They are often given late and not in a consistent manner. The value of the award is lost when it is one to three years late and haphazardly (e.g., via the in-basket) given to the employee.

For awards to be most effective, they must be given in a timely and well-publicized manner. It must be clear and specific why the award was given, and thus the awarded employee becomes a role model for others. It is especially important to not reward employees who are doing only a mediocre job, or worse. This sends a message to other employees that they can do a poor job or even just an average job, and still, when their turn comes around, they will be rewarded just like everyone else.

Recognition is an important part of rewards. It is the public part where the employee is told thank you and put on a pedestal. Recognition sets standards for other employees. Rosabeth Moss Kanter explained the

importance of recognition in an article entitled Making Heroes. She states "Recognition has multiple functions beyond simple human courtesy. To the employee, recognition signifies that someone noticed and someone cares. To the rest of the organization, recognition creates role models - heroes - and communicates the standards. Use of recognition is associated with higher levels of innovation. Celebrating and publicizing employee achievement is a low-cost, potentially high-payoff strategy for inspiring people to do their best."

There is an effort Department-wide to improve rewards and recognition. Following the DNR Employee Focus Group meetings, a Reward and Recognition Program Task Force was established for the Department. A questionnaire was distributed to all employees within the Department in February 1989, with the purpose of determining how employees currently perceive rewards and recognition. Even though the Department is moving towards doing more for recognition and rewards, the Division needs to improve its own current programs and develop new innovative reward programs for its employees. Department initiatives can certainly be integrated into the Division's reward and recognition program. Finally, the most important and beneficial form of recognition is a simple thanks for doing even standard work. It is not only courteous, it is good business. The Division must establish a norm for saying thank you to its employees.

10.2 - Problem Statement: An Inadequate Rewards and Recognition Program Contributes to Poor Morale.

10.3 - Examples:

- 1) Achievement awards perceived as not being fair and not available to all (i.e., AFSCME)
- 2) Lack of recognition for achievement awards (i.e., secret award) or any other type of award
- 3) Perception that achievement awards are given on a rotation basis
- 4) Length of service awards distributed inconsistently (i.e., some late and with mail)
- 5) Awards have not been announced at annual "schools"

10.4 Strategy 1: Improve the achievement award and length of service award programs.

Action: Create Division Awards and Recognition Board (ARBD) to administer and award programs.

Director

January 1991

Action: Clearly state the criteria for awards and apply fairly. Solicit nominations from all supervisors. Make choices and get validation from the Division.

ARBD

July 1991



Strategy 2: Improve presentation and announcement of achievement awards.

Action: Set policy of announcing award recipients as soon as possible after decisions are made and again at annual section meetings. Use Division/Department publications and in-house memos.

Director

Immediately

Action: Clearly state reasons for awards in presentation and in announcements.

Chiefs

Immediately

Strategy 3: Improve presentation and announcement of length-of-service awards.

Action: Develop criteria for presentation and timelines.

ARBD

June 1990

Action: Follow guidelines for presentation and announcements.

Regional Managers

June 1990

Strategy 4: Create new awards and vehicles for recognition.

Action: Cooperatively identify and develop new awards such as "Employee-of-the-Month".

ARBD

January 1992

Action: Implement new awards

ARBD, Chiefs, Director

June 1992

Strategy 5: Encourage immediate recognition of achievement and positive behaviors by supervisors.

Action: Talk about this at every opportunity so that all supervisors can understand and implement positive recognition such as letters of commendation, pats on the back, mentioning outstanding work or ideas during staff meetings, etc.

Director, Chiefs, Regional Managers, Area Managers                      Immediately

Action: Have supervisors participate in training on rewards and recognition to learn new methods and reinforce previous successful behaviors.

Chiefs, Regional Managers                      June 1991

Strategy 6: Nominate employees for awards outside of the Division.

Action: Publicize and solicit nominations for other awards.

ARBD                      June 1991

Strategy 7: Publicize other awards received by employees.

Action: At Division/Section meetings

Director, Chiefs                      Immediately

Action: Put them in Division and Department newsletters.

Chiefs, Editors                      Immediately

(Also see Issue G of the Division's Strategic Plan, Strategy 5)

## CHAPTER XI

Definition: Ad Hoc (ad hok') The gagging sound one makes when one finds one has been volunteered to chair another committee.

-Anon.

"The obscure will eventually be seen. The completely obvious, it seems, takes longer."

-Edward Murrow

A PLAN FOR THE CONTINUED EVALUATION OF EMPLOYEE ISSUES

11.1 - Introduction

As stated earlier, the Division's management must regain the trust of their employees as a primary focus in addressing employee morale. This report is a first step, and by itself will not restore or maintain management's credibility. The findings of this report must be verified by management and employees and its proposed actions evaluated and addressed as part of an ongoing process that recognizes these and other issues, strategies, and actions. What follows is then a plan that would establish that process.

An employee issues evaluation process would be best served by a rotating employee committee selected from a representative cross-section of bargaining units, classifications and locations (regional, central office, etc.). This committee's representativeness will set the tone for credibility. The formation of an ongoing employee issues committee is not a new concept to the Department of Natural Resources. Continued employee discontent and poor morale prompted Commissioner Jarle Lierfallom to establish a similar Departmental Committee in 1968. By most standards, this committee was successful in addressing the issues of its time. It is unclear exactly why this committee did not survive, but the lack of commitment to a long-range plan was probably at least partially to blame. More recently, the Department's focus committee, and the rewards and recognition survey have again begun to re-identify some important employee issues. However, it appears as though employees' interests would be best served by a Division level committee and evaluation process with a more holistic approach.

In order for an employee issues committee to be successful, it must have a long-range goal, a continuing product, and an audience. The audience can implicitly be defined as the employees of the Division of Fish and Wildlife and the stated goal to improve and to continue to improve employee morale. What is missing is a defined, plausible, and effective product. To gauge the Division's progress in addressing employee issues, the Personnel Issues Task Force recommends the adoption of an "Employee Morale Index".

The employee morale index, like the environmental quality index, would recognize the difficulty of putting a discrete value on morale. Instead, this index would be based on the premise that employee morale could always

be improved. The employee issues committee would be responsible for drafting a qualitative evaluation of how the Division has progressed in addressing the initial employees issues identified here. This document could then be issued to all Division employees as the employee morale index. The Committee could also continue to evaluate and identify new issues as they arise. Generally, the morale index and identification of new issues would facilitate and organize communication concerning issues for and between employees and the top management team.

Finally, this process must have a time scale. The Division and its employees must expect that progress will be slow. An annual index appears to be the most appropriate time scale for evaluation. The distribution of the morale index should coincide with events such as the annual meeting of the Fish and Wildlife Employees Association or the Annual Section Training Sessions. This would allow for a presentation and a question and answer session and generally facilitate distribution. This means that the Issues Committee should meet and draft the index sometime in January of each year.

Generally, the ongoing committee should be no larger than the existing personnel issues task force (10 members). It would be best if it was run by a facilitator. Membership should preferably be voluntary at the request of the Director. Since it should be anticipated that a limited number of people are likely to volunteer a nominations process (formal or informal) should be considered. Membership should rotate in a manner that would provide continuity. That means that membership terms should be staggered and 2 years in length. The Chair should rotate at the designation of the Director.

Specifically, the Personnel Issues Task Force recommends that the Director be sensitive to the following criteria when selecting employees for membership:

	<u>No. of Variables</u>
Bargaining Units	4
Classifications within Bargaining Units	?
Regions and Central Office	7
Sections	3
Gender	2

In addition to these criteria, the Director should consider instating the President-elect of the Minnesota Fish and Wildlife Employees Association as a permanent committee member and the Employee Development Specialist as a member ex officio.

For continuity, the format for the morale index should follow that presented in this report. This report should be due to the Director by January 30th of each year.

- 11.2 - Problem Statement: There is no Ongoing Committee to Evaluate Employee Morale or New Employee Issues. This Will Perpetuate Employee Morale Problems.

11.3 Strategy 1: Establish an ongoing Employee Issues Committee.

Action: Select new committee members by October of each year.

Director

October 1990

Action: Develop specific guidelines and criteria for selection of committee members.

Director

Immediately

Action: Develop specific guidelines for committee action.

Director

June 1990

Strategy 2: Issue an annual employee morale index by February 15 of each year.

Action: Conduct a meeting of the Employee Issues Committee during the first two weeks in January of each year.

Committee Chair, Director

January 1991 (begin)

Action: Produce a draft morale index by January 30th of each year.

Committee Chair

January 1991 (begin)

Action: Produce a final draft and presentation of the morale index to the Minnesota Fish and Wildlife Employees Association during February of each year.

Director

February 1991 (begin)

